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ABSTRACT

This document on state-level planning for education in Texas by the Texas Education Agency consists of two papers. The first focuses on the long-range plan of the State Board of Education for Texas public school education. The paper summarizes this plan, describes the process by which it was developed, and analyzes the status of its implementation to date. The second part centers on the Master Plan for Vocational Education, describing its development, organization, and salient features as well as providing a status report on the Master Plan's implementation. The report was initiated as a summative evaluation of goals, actions, and new directions taken by the agency indicating both the level of activity in responding to these plans, and some results of their implementation. (JAM)

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EDUCATION PLANNING IN TEXAS

Prepared for the American Educational Research Association
April 5, 1988

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This paper on state-level planning for education in Texas consists of two parts. The first focuses on the Long-Range Plan of the State Board of Education for Texas Public School Education. The paper summarizes this plan, which was adopted by the board in January 1987, describes the process by which it was developed, and analyzes the status of its implementation to date. The second part focuses on the Master Plan for Vocational Education, also adopted in January 1987, describing its development, organization, and salient features and providing a status report on its implementation.

This paper discusses these two plans because they represent major planning efforts--for kindergarten through twelfth-grade and community school education in general and for vocational education--by the appointed State Board of Education, part of whose charge has been to carry out the reforms encompassed in the legislation (House Bill 72) passed in 1984 by the 68th Texas Legislature, Second Called Session. Discussion of goals, actions, new directions taken by the agency, and statewide outcomes, where they are discernible, indicate both the level of activity in responding to these plans and some results of their implementation.

Numerous other plans, of course, also guide agency and district activities and decisionmaking. The State Plan for Regional Education Service Centers, adopted in 1967, provides the structure for the education service centers in Texas. The State Board of Education is currently considering revising this plan. Other plans that are being developed include a plan for adult and community education and a statewide, long-range plan for educational use of technology. These plans are likely to be adopted by the end of the 1988 calendar year and will also constitute legacies by this board.

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EDUCATION PLANNING IN TEXAS:
LONG-RANGE PLAN OF THE STATE BOARD OF EDUCATION FOR TEXAS PUBLIC SCHOOL EDUCATION, 1986-1990

Prepared for the American Educational Research Association
April 5, 1988

Cynthia Y. Levinson
Texas Education Agency

Overview

As expressed in its Long-Range Plan, the Mission of the Texas Board of Education states

* Instruction must be provided at the highest levels of **quality**.
* Educational opportunities and resources must be distributed with **equity** for all students.
* The educational system must maintain **accountability** for demonstrated results and continuous improvement.

In order to achieve this Mission, the board developed a plan that

- summarizes educational needs as of 1985-86, the year prior to that in which the plan was adopted,
- establishes Goals and Objectives,
- recommends Actions by the state, regional education service centers, school districts, and colleges and universities in the state, and
- states the Results that are expected to accrue by 1990 or other designated dates.

The plan consists of eight goals (see below), 49 objectives, 147 Action statements, and 56 Expected Results. A copy of the Long-Range Plan of the State Board of Education for Texas Public School Education can be obtained by contacting the Publications Office of the Texas Education Agency.

After describing the planning process and briefly summarizing the plan, this paper addresses the extent of its implementation by focusing on the extent to which the State Board of Education's Expected Results have been met as of September 1987.

The Planning Process

The Long-Range Plan is an element of Texas' House Bill 72, the education reform act passed by the legislature in special session in 1984. The legislation (Texas Education Code 11.26(b)) states

> The board shall review periodically the educational needs of the state, establish goals for the public school system, and adopt and promote four-year plans for meeting these needs and goals. Prior to each regular legislative session, the board shall evaluate the achievements of the educational program in relationship to the current four-year plan and report that evaluation to the governor and the legislature.

After appointment by the governor, the board formed four committees, one of which is the Long-Range Planning Committee. This committee oversaw the development of the Long-Range Plan and monitors accomplishment of some Actions in the plan, participated in the development of the Master Plan for Vocational Education, is developing the statewide plan for educational use of technology and a revision of the state plan for regional service centers, and is participating in the development of a plan for adult and community education.

With advice from national experts, assistance from Texas Education Agency (TEA) staff, and public hearings, members of the committee drafted for full board approval the Mission, Goals, and Objectives statements. Based on these, staff organized a procedure within the agency to develop the plan.

Over 100 people in the agency (approximately 12 percent of professional staff) formed over 40 work groups, one for each objective. (The number and arrangement of the objectives changed somewhat during the planning process.) Each work group surveyed the educational needs in Texas relating to its objective and investigated the research literature for successful practices. Each group also was able to solicit school district advice and invite state and national experts to consult with the group.

In addition, the chair of each work group convened the groups by goal area into task forces, of which there were eight, in order to ensure that the objective-based work group's research resulted in proposals that addressed the goal as a whole. Task forces also called on state and national experts.

The research and proposals of the work groups and the task forces were reviewed by agency management and incorporated into a portfolio of Working Papers that were submitted to the Long-Range Planning Committee and to a review panel of outside experts. Based on responses to the draft Working Papers, staff revised and synthesized the proposals into Action and Expected Results statements.

Initial drafting of the goals and objectives began early in 1985. The State Board of Education adopted its Long-Range Plan in January 1987.

Needs and Goals

Investigation of economic and demographic developments in Texas revealed educational needs. As is now well known, economic indicators have declined in recent years in Texas. For instance, the gross state product declined 0.8% between 1985 and 1986 after climbing 7% from 1983 to 1984 and another 2.4% between 1984 and 1985. Similarly, personal income rose only 1.1% between 1985 and 1986 after rising 6.3% between 1984 and 1985 and a significant 9.9% between 1983 and 1984. Over the same three years, unemployment rose from 5.9% to 7% to 8.8%. These general trends, which were accurately projected three years ago to continue, suggested declining revenue for education.

The overall student population was expected to increase--over eight percent between 1986 and 1990 to approximately 3.5 million students, the second highest student population in the country. At the same time, because of the introduction of tests for admission into and exit from teacher training institutions and because of tests for certification, the availability of teachers was expected to decline.

Other demographic trends also presented incentives for long-range planning. The state has shown a higher percentage of Hispanic residents than has the United States as a whole, and this percentage is expected to increase. A comparison of race and ethnic distribution between Texas and the United States in 1980 indicates the following.

Distribution of Population by Race and Ethnicity
Texas and the United States
1980

	Texas	United States
Anglo	66%	80%
Hispanic	21%	6%
Black	12%	12%
Other	1%	2%

Between 1975 and 1985, change in percent of school enrollment in Texas by race and ethnicity showed the following.

Change in Percent of School Enrollment in Texas
1975-1985

	Percent of Enrollment		Change in Percent of Enrollment
	1975-76	1985-86	
Anglo	59.8%	53.2%	-6.6%
Hispanic	24.2%	30.3%	+6.1%
Black	15.5%	14.6%	-0.9%
Other	.5%	1.9%	+1.4%

This trend of an increasing proportion of minority students in Texas schools has been projected to continue. In 1985, the base year for the Long-Range Plan, enrollment of Hispanic students was expected to increase over 16 percent during the four years of the Long-Range Plan, while that of white students was projected to increase approximately only nine percent.

These demographic developments indicate that an increasing percentage of students entering school comes from groups that have traditionally left school early. Only 66 percent of Hispanic students who entered high school in 1979 stayed in school until their senior year, and only 59 percent graduated. Furthermore, the number of disadvantaged students was expected to increase between 1986 and 1990 by over 100,000, a 12 percent increase.

As a result of these and other concerns, the State Board of Education adopted the following eight goals.

Goal 1: **Student Performance. All students will be expected to meet or exceed educational performance standards.**

Goal 2: **Curriculum. A well-balanced curriculum will be taught so that all students may realize their learning potential and prepare for productive lives.**

Goal 3: **Teachers and Teaching. Qualified and effective teachers will be attracted and retained.**

Goal 4: **Organization and Management. The organization and management of all levels of the educational system will be productive, efficient, and accountable.**

Goal 5: **Finance. The financing of public education will be equitable to all students in the state.**

Goal 6 **Parent and Community Involvement. Parents and other members of the community will be partners in the improvement of schools.**

Goal 7: **Innovation. The instructional program will be continually improved by the development and use of more effective methods.**

Goal 8: **Communications. Communications among all public education interests will be consistent, timely, and effective.**

Following each statement of goal and objectives is a summary of the needs in the state relating to that goal. Thereafter, the plan articulates actions to be taken by the state, by the regional education service centers, by the districts, and by colleges and universities. The state actions are further assigned to specified program areas, that is, to units in the agency that are headed by deputy commissioners, a responsibility level just below that of the commissioner.

The Expected Results, many of which are expressed in quantifiable terms, specify the extent of change that the board expects. Unless otherwise indicated, these are stated to take place during the 1986-1990 period. Assessment in this paper of the extent of implementation of the Long-Range Plan is based on accomplishment of these Expected Results.

Effects of the Long-Range Plan on the Texas Education Agency

Since its adoption, the plan has affected agency operations in general in the following three areas.

1. Management planning. After adoption of the plan, an agency management plan was developed to set priorities for and report on accomplishment of high-priority Actions by each specified deputy commissioner.

2. Budgeting. In keeping with this method of internal management, whereby efforts necessary to accomplish the assigned Actions are projected, the agency budgeting process is based on and organized according to the goals of the Long-Range Plan.

3. Performance Measures. As a state agency, TEA reports regularly to the legislature on its performance and workload. This process is being revised to be consistent with the board's Long-Range Plan.

In order to implement the Long-Range Plan, specific agency actions also changed in a number of areas. Some of these are explained below.

Accomplishment of the Expected Results

During August of 1987, the agency reviewed the status of each of the 56 Expected Results. This paper is based on that review. In some cases, however, where significant action has been taken in the last six months, accomplishment is updated through March 1988. These are noted below. An assessment of accomplishment of the plan from the base year of 1985-86 through Spring 1988 will be conducted during the summer of 1988; results are not available for this paper.

The Expected Results refer to both state agency and statewide, district-level outcomes. In regard to six of the 56 results, agency action has not yet been undertaken; these are noted below. In approximately 10 others, agency activities are ongoing. These are also noted as such below, including in those areas where the activities constitute major agency efforts that cannot be described in the scope of this paper. In several areas, the agency does not have information about actions or outcomes at the district level. In the remaining areas, recent agency action is described and/or statewide outcomes to date are indicated.

The Expected Results are listed below with the relevant information following each. The Roman numeral indicates the number of the goal to which each result applies; the Arabic numeral refers to the number of the result within each goal.

I.1 **Statewide performance will increase an average of 8 percentage points relative to the national norm.**

Student performance on the Texas Educational Assessment of Minimum Skills (TEAMS) tests for 1985-1986 and 1986-1987 was compared to norming data from a nationally normed test. The following changes in predicted national percentiles were observed:

Grade 1	+11	+8	+9
Grade 3	+14	+8	+10
Grade 5	+10	+5	+12
Grade 7	+10	+4	+8
Grade 9	+4	-2	+6
Grade 11	+11	0	+6

In 11 of 18 areas the Expected Results for 1989-90 were achieved in 1986-87.

I.2 **The percentage of students scoring 10 percent or more above the minimum TEAMS passing score will rise by 1 percentage point annually.**

Percentage of Students Scoring 10% or More above Minimum Passing TEAMS Score* 1985-86 and 1986-87

	Math	Rdg.	Wrtg.	Math	Rdg.	Wrtg.
Grade 1	56.1%	49.3%	54.1%	63.4%	55.1%	63.0%
Grade 3	52.3%	46.3%	21.8%	57.7%	51.7%	28.8%
Grade 5	51.5%	54.2%	33.8%	59.8%	52.1%	32.7%
Grade 7	51.5%	45.9%	33.1%	62.3%	48.2%	34.1%
Grade 9	49.4%	51.9%	26.7%	52.6%	51.6%	30.7%
Exit/11	35.9%	48.0%		42.8%	52.8%	

* The minimum passing scaled score for Grades 1, 3, 5, 7, and 9 is 700. The percentage of students who scored 770 or above is presented for both tests at each tested grade level. The minimum passing scaled score at exit level has been raised from 660 in 1985-86 to 700 in 1987-88; for consistency, the percentage of students scoring 770 or above at exit level also is displayed.

The Expected Result has been achieved or exceeded in the first year of the plan with the exception of Grade 5 Reading and Writing and Grade 9 Reading.

For agency efforts to improve achievement of at-risk youth, also see Expected Result I.8.

I.3 **The existing gap in the passing rate between disadvantaged and other students of 14 percent on the exit-level TEAMS English language arts test, and of 13 percent on the mathematics test, will be reduced so that the gap will have been diminished to 7 percent in English language arts and 7 percent in mathematics. The percentage of disadvantaged and other students passing both TEAMS tests at exit level will be identical within districts and campuses by the end of the 1997-98 school year.**

In 1986-87, the gap between disadvantaged students (those eligible for free and reduced-price meals) and others was as follows.

Percentage of Disadvantaged and Other Students Passing Exit-level TEAMS 1986-87

	Mathematics	Language Arts
Disadvantaged Students	80%	72%
Other Students	91%	90%

The current gap is 11% passing rate differential on the mathematics test and 18% on the language arts test. Comparison of passing rates and assessment of the extent to which the gap has closed, however, are not possible to deduce from these figures because the board has raised the passing standard, as can be seen from the higher failure rate on the language arts test.

I.4 **By the end of the 1987-88 school year, additional indicators of achievement, such as student participation in rigorous courses, will have been identified. Differences between disadvantaged and other students on these measures will have been assessed; target dates for the elimination of these differences will have been established.**

Action has not yet been taken in identifying additional indicators.

I.5 **All eligible prekindergarten-age students will be offered a prekindergarten program.**

Availability of prekindergarten classes to eligible children has been mandatory since 1984. The number of eligible children is not known. Through reductions, however, in the number of allowable waivers during the past three years and through improved identification efforts, the number of children served in prekindergarten has risen as follows.

Number of Children Enrolled in Prekindergarten

1984-85	1985-86	1986-87
10,791	43,009	57,631

I.6 **Forty percent of the students passing TEAMS will meet board standards for meeting mastery of higher-order thinking skills.**

Action has not yet been taken in establishing board standards for higher-order thinking skills.

I.7 **By the end of the 1986-87 school year, a system will be in place for recognizing district and campus achievement and improvement.**

By action of the board in February 1988, recognition will be accorded to all elementary and secondary campuses 90% or more of whose students achieved mastery on TEAMS and to all campuses showing a 30% or greater gain. In addition, schools whose teachers have been nominated for teacher-of-the-year award will be commended.

I.8 **The statewide dropout rate (that is, the percentage of students who leave public school between ninth grade and graduation) will have been reduced by 11 percentage points from 35 percent to 24 percent. By 1997-98, the rate will have been reduced, as required by statute, to 5 percent.**

Updated information on the statewide dropout rate are anticipated by fall of 1989-90. The estimated dropout rate for migrant students, however, dropped from 51% in 1985 to 50% in 1986.

Significant and extensive effort is being taken agencywide to reduce the dropout rate. These activities are summarized by division.

Division of Program Planning: Secondary Models for Increasing Graduation funds three model program sites during 1987-88 to develop a multiservice program and to develop a system for identifying students at risk, to increase academic and employability skills, and to identify other sources of funding. This program is funded by ECIA, Chapter 2. The division also supported a Summer Tutorial Program for At-Risk Students, a state conference, and a document, Alternatives to Social Promotion.

The division also supports a Task Force on Dropout Prevention Study which coordinates the state-level task force, develops technical assistance materials, and trains staff. School-Community Guidance Centers across the state work with juvenile probation units to reduce the factors

that contribute to truancy. A Clearinghouse for Dropout Prevention disseminates information on dropout programs.

Division of Special Programs: The Dropout Prevention Program for Migrant Secondary Students will serve high school juniors and seniors in a college residential program to raise skills, and provide other means of improving academic achievement of migrant students. In addition, "Classroom Models for Disadvantaged Students" develops and implements research-based effective teaching models for disadvantaged, limited-English speaking, and developmentally delayed students.

Division of Research and Information: This division is collecting data and developing standards on dropouts.

Division of Adult and Community Education: This division funds a Model for Alternative Education for At-Risk Youth and Dropouts at Northeast Texas Community College which uses microcomputer systems to improve reading levels.

Division of Vocational Education Funding and Compliance: This division supports 15 projects at large schools and 12 at small schools to provide transportation and other services to single parents.

Division of Vocational Education: Two projects support development of curriculum for alternatives to social promotion and for professional and para-professional training.

Home Economics: "Education for Self-Responsibility: Prevention of School-Aged Pregnancy" was developed and adopted by the board.

II.1 **By the 1987-88 school year, a curriculum that includes essential elements for all students to function effectively in society will be continually provided to all students, regardless of their physical, emotional or linguistic abilities or needs. It will have been expanded to provide content to improve self-esteem, respect for others, responsible behavior, citizenship skills, interpersonal effectiveness, and critical-thinking and problem-solving skills.**

Efforts are ongoing through the regular curriculum review and development process.

II.2 **The essential elements will have been incorporated into adopted textbooks.**

Efforts are ongoing through the state textbook adoption system to incorporate the essential elements according to the six-year cycle.

II.3 **A restructured program, emphasizing vocational technical career opportunities, will have been installed in all districts offering instruction through Grade 12 on a phased-in basis. By 1987-88, prevocational and occupationally specific courses at Grade 10 will have been phased out; essential elements will have been revised, and pilot projects will have been implemented. School districts will begin initial implementation in the 1988-89 school year. By 1989-90, regional planning will have been implemented, and in Grades 7 and 8, phase-out of Coordinated Vocational Academic Education will occur as appropriate alternatives to social promotion become available. Implementation of the Master Plan for Vocational Education program will be completed by the end of the 1991-92 school year.**

For information on implementation of this Expected Result, see the accompanying paper on the Master Plan for Vocational Education.

II.4 **All districts will provide required compensatory education, special education, bilingual education, and migrant education to all students needing services.**

Efforts are ongoing. These activities constitute major agency effort, beyond the scope of this paper. The Assistant Commissioner for Program Development can be contacted for information. Monitoring district provision of these services also constitutes major agency activity. The Deputy Commissioner for Finance and Compliance can be contacted for information on district services. Some information is also available under Expected Result I.8.

II.5 **Measures of citizenship skills, interpersonal effectiveness, self-esteem, respect for others, and responsible behavior will have been developed.**

Action has not yet been taken on identifying these measures.

II.6 **Forty-five percent of early childhood teachers and 15 percent of other teachers will have received training on identifying and assisting slower learners.**

Action has not yet been taken on this training; however, "Classroom Models for Disadvantaged Students" develops research-based effective teaching models for developmentally delayed students.

II.7 **Slower learners of prekindergarten, kindergarten, elementary, and other grades will have been identified and will receive particular attention.**

The agency has not yet taken concerted action on this item.

II.8 **All students who meet the criteria in rule and statute for giftedness and talent will be provided programs that meet their needs and challenge their special abilities.**

In 1987-88, 596 districts applied for funds to serve 164,161 gifted and talented students.

II.9 **Current coordination of testing, textbooks, and instructional materials will be continued.**

Efforts are ongoing. The Assistant Commissioner for Curriculum and Instruction and the Assistant Commissioner for Assessment and Evaluation can be contacted for information on these extensive processes.

III.1 **Standards for admission to teacher education programs will have been revised, as appropriate, and improved models of teacher education and certification will have been adopted.**

New standards, including testing requirements, have been adopted. New programs will be approved by September 1989. Review of teacher certification requirements will be conducted during 1987-88 and revisions proposed as needed to conform with 1987 standards and new legislation for teacher education.

III.2 **Teacher salaries will have been raised to levels competitive with those earned by professionals in the private sector and with those earned by teachers in other states, and compensation for differentiated responsibilities will have been proposed for implementation.**

The average actual salary, including career ladder supplements, rose from $24,463 to $24,903 or, 1.8%, between 1985-86 and 1986-87. The salary level continues to be below the national average. A schema for differentiated responsibilities with accompanying compensation will be developed in conjunction with the piloting of the master teacher appraisal system in September 1988.

III.3 **Methods, such as adaptive education techniques and flexible advancement, that help teachers meet students' varying abilities and learning styles will have been identified and disseminated to all campuses by the end of the 1987-88 school year.**

Curriculum frameworks addressing the needs of particular students' learning styles have been developed and disseminated.

III.4 **By the end of the 1987-88 school year, a model projecting teacher supply and demand differences for 1987-88 through 1996-97 will be available.**

A model of teacher supply and demand is being developed. It will make five-year projections and can be extended to ten years. Preliminary growth trends from 1986-87 to 1991-92 show the following.

Projections of Teacher Supply and Demand
1986-87 to 1991-92

	Projected Growth Trends Annualized Growth Rate 1986-87 to 1991-92
New Teacher Supply	-0.66%
Migrant Teacher Supply	-2.96%
Returning Teacher Supply	4.10%
Total Supply	0.94%
Total Demand	3.70%

III.5 **The number of teachers teaching out of field and on emergency permits will be reduced by 50 percent.**

Data are being collected through the Public Education Information Management System, and results will be available in the summer of 1988.

III.6 **The number of qualified teachers needed to meet the demands created by attrition, increasing population and class-size limitations will increase by approximately 20,000 annually.**

Data will be investigated during the summer of 1988.

III.7 **The overall ethnic composition of the teaching staff will move toward the ethnic composition of the state as a whole.**

The ethnic composition of the teaching population showed increases in the percentage Hispanic and Anglo teachers, with a decline in the percentage Black teachers. A summary table is presented below:

Texas Teachers by Race and Ethnicity

	1985-86	1986-87	State (est.1987)
Anglo	77.4%	78.0%	66.0%
Hispanic	12.4%	12.6%	22.6%
Black	9.9%	9.1%	11.4%
Other	.3%	.3%	

IV.1. By 1986-87, the State Board of Education, Texas Education Agency, and regional education service centers will have clearly defined roles and responsibilities directed toward fulfilling the mission of the public education system. The chief executive officer of each entity will have assigned responsibilities to appropriate persons or units within the respective organization and will conduct an ongoing review of progress and effectiveness. Further, each entity will have been reorganized as appropriate and will have effective management.

Efforts are ongoing. The State Board of Education plans to review and revise the state plan for Regional Education Service Centers by the end of 1988.

IV.2. The accreditation and monitoring system will have been converted to a performance-based system. Low-performing campuses in all districts will have been targeted for intensive remedial attention. Effective remedial actions for campuses, districts, and programs will have been planned.

A system for performance-based accreditation has been developed using weighted average scaled scores on the TEAMS test (to adjust for difficulty of the test across grade levels) and a comparison of the performance of special populations on each campus and district with that of the same population at the regional and state levels. Other related factors, such as attendance data, dropout rates, and norm-referenced test results are also used. Staff of both General Education and Curriculum and Instruction units at the Texas Education Agency provide technical assistance to low-performing districts.

IV.3. Administrators and school board members will have been provided the knowledge and skills they need to be productive, efficient, and accountable in organizing and managing the schools. A system for ongoing administrator appraisal and training will have been implemented.

Administrator training in the areas of instructional leadership and teacher evaluation has been implemented with 20,000 administrators having been trained by Spring 1988 in the former and 24,000 in the latter. Training in general management is currently being implemented with full implementation planned for 1989-90. A process for planning administrator appraisal is underway.

IV.4 By the end of the 1986-87 school year, the state will have in place a continuous process for developing, evaluating, and updating a long-range plan for public education that determines educational goals and objectives, establishes priorities, specific strategies, and related management plans to accomplish these goals and objectives, measures progress in carrying out the strategies, reports to the board and to the Legislature, bases its budget planning on this system, and revises the plan as needed.

This is the Long-Range Plan. It will be updated this year.

IV.5 By the end of the 1988-89 school year, 85 percent of the school district data needed by the Texas Education Agency will be produced by an automated public education information management system (PEIMS).

Currently, 35% of the school district data needed by TEA is being collected by PEIMS. By 1990, the percentage will rise to 75%. The 85% target is expected to be met by 1991.

IV.6 The overall ethnic composition of the agency staff will move toward the ethnic composition of the state as a whole.

In March 1988, the distribution of agency personnel, by ethnicity and sex, compared with that of the state as a whole, is as follows.

Race and Ethnic Distribution of TEA Staff

	State		TEA	
	1980	1987 (est.)	1985	1988
Anglo	66.0%	66.0%	75.6%	75.5%
Hispanic	21.0%	22.6%	14.8%	14.8%
Black	12.0%	11.4%	8.9%	8.7%
Other			.7%	1.0%

IV.7 The overall ethnic composition of the administrative staff of districts will move toward the ethnic composition of the state as a whole.

The ethnic composition of the administrative staff of school districts became more Hispanic over the past year, with small declines in the percentage of Anglo and Black administrators. A summary table is presented below:

Race and Ethnic Distribution of School Administrators

	1985-86	1986-87	State (est.1987)
Anglo	78.0%	77.7%	66.0%
Hispanic	13.4%	13.8%	22.6%
Black	8.3%	8.2%	11.4%
Other	.3%	.3%	

IV.8 **By 1988, an agenda of common issues and overlapping services among the Central Education Agency, other state agencies, colleges and universities, employment training programs, and the private sector will have been developed and mutual strategies for their resolution proposed.**

The Texas Education Agency meets regularly with the Texas Higher Education Coordinating Board and, as needed, with other agencies. A common agenda of strategies has not been formulated.

IV.9 **Prescriptive rules which limit district flexibility in offering quality programs will have been substantially replaced with rules permitting greater local responsibility.**

Concerted action has not yet been taken to replace prescriptive rules.

IV.10 **Criteria and a process for reviewing and approving district plans for greatly increased campus flexibility will be implemented, and at least 20 demonstration programs will be in operation.**

Action has not yet been taken to develop demonstration programs.

IV.11 **By 1989, a comprehensive plan for the provision of cost efficient services for districts will be submitted to the 71st Legislature.**

The 1985-86 Accountable Costs Advisory Committee identified a level of cost associated with a minimum regular education program. The study also identified funding weights to be used in adjusting for the higher cost of services to students in special education and vocational education programs. These research products formed the basis for the legislative request for the 1987-88/1988-89 biennium.

The 1987-88 Accountable Costs Committee is identifying cost levels associated with minimum levels through weights for compensatory, bilingual, and gifted and talented education. The Committee is also investigating the costs of providing adequate facilities and of implementing the Long-Range Plan. Cost figures are not yet available.

V.1 **The state will have established a fully operational automated financial data base which will supply information necessary to perform financial management functions, to model school finance proposals, and to respond to inquiries regarding school finance at the state level. At this time, greater uniformity in the state-mandated fund and account code structure is anticipated. However, it is not expected that the agency will require districts to use a particular automated system to support local financial management and reporting practices.**

The current model of The Foundation School Program provides both state- and district-level five-year cost estimates based on current law and alternative funding proposals. The information necessary to establish the financial data base was collected in Winter 1988. The budget data are now being used. Full collection and use of both budget and actual financial data is anticipated by Winter 1989.

V.2 **By 1988, a system for identifying price differentials in program and service costs will have been adopted.**

The 1985-86 Accountable Costs research identified a level of cost associated with a minimum regular education program. The study also identified funding weights to be used in adjusting for the higher cost of services to students in special education and vocational education programs. The 1985-86 Price Differential Index Advisory Committee recommended price differentials for adjustment of Foundation School Program aid. These recommendations were not adopted by the State Board of Education.

In addition to the information provided under IV.11, the 1987-88 Price Differential Index Advisory Committee is investigating price differential and cost-of-service considerations.

A report will be made to the State Board of Education in the fall of 1988.

V.3 **Funding to provide for successful educational programs under various conditions will have been proposed to the Legislature.**

This item addresses the board's legislative package.

V.4 **An overall state finance program in which 90 percent or more of total aggregate expenditure requirements for an adequate education program are covered will be maintained. Such a program will provide fully equalized access to funding for districts with 95 percent of the students. Use of cost/effectiveness ratios will have been incorporated into agency evaluations of district programs.**

Research on equalization is being conducted in relation to Edgewood Independent School District, et al. v. William N. Kirby, et al. (250th Judicial District Court, County of Travis, Texas).

V.5 **Analyses will be available during the 1988-89 biennial budget process, and at other times as needed, of sources for financing public school education in Texas--federal program monies, state revenues, local taxes, other local revenue, and bonds.**

Data analysis of sources for public school financing are available for budgeting and other purposes. In 1986-87, the distribution was as follows.

Source of Funds 1986-87	
Local	47%
State	46%
Federal	7%

V.6 **The financial impact of the education reform movement will be known, and improved models to analyze the implications of change and to forecast costs for a 10-year period, including the costs of reform, will have been developed.**

The 1985-86 Accountable Costs Advisory Committee has examined the cost of some reforms in House Bill 72, including the cost of the maximum class size requirement. The school finance model can project the cost of specific formulas for five years. Because of definitional questions regarding "reform," data on reform costs are not available.

V.7 **The per-pupil contribution of the Permanent School Fund will reach $280, and the corpus of the Fund will be continually preserved for public school education.**

The achievement of the goal of $280 per pupil depends almost entirely upon the General Land Office deposits made to the Fund and the general level of interest rates available for investment. The corpus of the Fund and the income produced has continued to grow at a rate that exceeds General Land Office deposits.

Nevertheless, because securities are not yielding the predicted amount, and the General Land office is reduced by over one-half, the per-pupil contribution is not likely to reach $280. In 1986-87, the contribution was $185. In 1987-88, the total amount is approximately $195.

VI.1 **Information about a variety of effective parental involvement programs will have been disseminated to all districts, and 200 districts will have adopted and established plans to implement a parental involvement program.**

Efforts to inform districts of parental involvement programs are ongoing. A Parent Service Center Program has been developed and a Parental Involvement Handbook has been distributed.

VI.2 **District communication with parents on their children's academic performance and development will have improved.**

Information is not available on this item.

VI.3 **Programs that train parents in parenting skills and in assisting their children academically will be in place in at least 50 districts represented according to size, wealth, and ethnic distribution.**

Efforts are ongoing through a Parent Tutorial Program. Information about the distribution of districts with programs is unavailable.

VI.4 **Information about a variety of effective community involvement programs will have been disseminated to all districts, and 200 districts will have adopted and established plans to implement a community involvement program.**

Efforts to inform districts are ongoing. Information about district adoptions is unavailable.

VI.5 **By the end of the 1987-88 school year, a plan for adult and community education will have been adopted by the State Board of Education.**

A plan for adult and community education is currently being developed.

VII.1 **A process for investigating, judging the utility of, recording and sharing information about, and applying new technologies will have been implemented.**

A long-range plan for technology is currently being developed and is expected to be adopted by the board in the fall. It is also expected to propose technology configurations and a system for research, evaluation, and information dissemination.

VII.2 **Twenty technology-based and other demonstration programs designed to improve instruction and administration will have been implemented. They will be continually evaluated; the results will be disseminated statewide.**

Three pilot projects were in operation as of September 1987. Information regarding these programs has been distributed statewide in print, on the TEA-NET bulletin board, by presentation on TI-IN, and by presentation at various state conferences. Eighteen technology-based demonstration programs have been installed within the past two years, and a regional education service center has been funded to disseminate information statewide regarding these programs. These programs are being evaluated.

VII.3 **By the beginning of the 1987-88 school year, a system will have been established according to which needed research will be identified, ranked according to priority, and undertaken or encouraged. The results will be disseminated.**

A Commissioner's Advisory Committee for Research and Evaluation has been formed to help determine research questions and provide assistance in forming consortia of districts, universities, the agency, etc., to conduct the research.

VII.4 **By 1988, a system will have been instituted for sharing information about effective programs and results in research among the Texas Education Agency, colleges and universities, districts, regional education service centers, and professional organizations.**

Action has not been taken to date on instituting a system, although research continues to be shared in traditional ways.

VIII.1 **A fully integrated electronic communications system linking all entities of the education system will have been created.**

The Electric Pages connects the agency with regional education service centers and over one-half of the districts. A system for meeting this Expected Result will be incorporated into the long-range technology plan.

VIII.2 **The system that the Texas Education Agency uses to report educational policies and actions to policymakers, educators, and to the public through the broadcast and print media will have been reviewed and revised as necessary to ensure thorough and timely communication.**

This item has been accomplished, and efforts are ongoing.

VIII.3 **By 1987, state reports on educational performance will reflect salient district characteristics.**

Performance data from the 1985-86 and 1986-87 TEAMS tests were analyzed and reported using the following district characteristics:

- District size.
- District type (urban, suburban, rural, etc.).
- Wealth and taxable value per ADA.
- M&O effective tax effort.
- Percent of Black students.
- Percent of minority students.
- Region of the state.
- PDI level.
- Percent of Compensatory Education students.
- Operating cost per student.
- Density (students per square mile).

These results are available from the agency.

VIII.4 **Based on an improved public education system and its outcomes, the public's perception of public education will have improved.**

Information is not available on this item.

VIII.5 **Public awareness of the relationship between changes in Texas' economic base and the concomitant need for students to succeed in school will have increased.**

Information is not available on this item.

In most areas, the agency has taken action to achieve the Expected Results. In critical areas, such as raising achievement, reducing the dropout rate, and assuring accountability, the agency and the board have taken multiple approaches. As a result, a causal relationship between the adoption of and action on the plan and changes in outcomes is not likely to be discernible without a very extensive and intricate study.

True implementation of the plan, of course, must occur at the district and campus level. While the agency is developing programs, such as the models and information dissemination described above, and the board is using its rule-making authority to act at the state level, concerted effort to ensure full implementation at all of the 1,061 district and approximately 6,000 campus levels is lacking. As can be seen from this report, statewide data collection of outcomes at these levels is also incomplete.

EDUCATION PLANNING IN TEXAS: IMPLEMENTING THE MASTER PLAN FOR VOCATIONAL EDUCATION

Prepared for

The American Educational Research Association

by

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Background: House Bill 72, 68th Legislature, Second Called Session, directed the State Board of Education to prepare and update annually a master plan for vocational education. Vocational education programs were to be designed to meet the needs of new and emerging technologies as identified by the state board and the needs of special population groups.

Senate Bill 911, 69th Legislature, transferred responsibility for post-secondary vocational education to the Coordinating Board, Texas College and University System, now the Texas Higher Education Coordinating Board. To assist in the transition and to ensure coordination between elementary and secondary education and higher education, a joint liaison committee was established. The committee was composed of members of both boards and a representative of the Advisory Council on Technical-Vocational Education in Texas. With this transfer, the Coordinating Board assumed responsibility for development of the postsecondary portions of the master plan, and the State Board of Education directed development of the elementary and secondary portions. Through the joint committee, recommendations from the Coordinating Board and other members were transmitted to the State Board of Education, which retained the overall statutory responsibility to adopt a master plan for vocational education.

The master plan adopted by the state board was to be developed with input from a wide range of organizations and institutions involved with vocational education in Texas. In October 1984, as one of the first acts of the interim appointed state board, a task force was appointed to develop the master plan. The task force included representatives from the Governor's Office; Texas Economic Development Commission; Texas Department of Community Affairs; Texas Employment Commission; the Texas Higher Education Coordinating Board; and the Texas Council on Vocational Education, among other interested departments and agencies of state government. Task force members also represented local school districts, postsecondary institutions, and private and proprietary organizations and institutions.

The Master Plan for Vocational Education, which is the blueprint for restructuring vocational education in Texas, provides for the expansion and refocusing of vocational education so that both students and employers will be well prepared to meet the economic challenges of the future. Following are the basic principles which guided the development of the master plan.

1. Education must prepare students for productive lives in the changing Texas economy.

2. Preparing all students to work in our changing national economy requires that academic foundations receive top priority. Vocational education must be a supplement to, not a substitute for, academic skills.

3. If all students are to be prepared, the gulf between academic and vocational education must be bridged.

4. The curriculum must be designed to foster student options, not foreclose them at an early age.

5. The curriculum must be adaptable to students with special needs. Students should not be tracked into low-level jobs.

6. The system for developing career opportunities must be accountable.

7. Adult illiteracy is sapping our economic well-being by preventing increasing numbers of Texans from becoming productive citizens.

8. Funding must drive needed changes in vocational education.

The emphasis in the Master Plan for Vocational Education is to provide career opportunities for all students. The diverse needs of students coupled with the diverse needs of communities and business and industry indicate that vocational education will become even more diverse in the future than it has been in the past. The shift in direction toward activities not traditionally considered vocational may also require changes in the funding pattern of vocational education.

The Master Plan for Vocational Education is an extension of the Long-Range Plan for Texas Public School Education. Following are the policy initiatives of the State Board of Education (goals of the long-range plan and selected management action plans designed to facilitate implementation of the master plan).

1. Student Performance. All students will be expected to meet or exceed educational performance standards.

   Action plans for student performance center around devising and implementing methods for evaluating vocational students' education performance; developing strategies to incorporate vocational education into alternatives to social promotion; assuring equal access to vocational education programs for all persons in Texas; providing programs, services, and activities for targeted populations; and intensifying career guidance activities for all secondary students.

2. Curriculum. A well-balanced curriculum will be taught so that all students may realize their learning potential and prepare for productive lives.

   Action plans for curriculum include revising the state curriculum to integrate computer-related competencies and knowledge of career opportunities and personal and social values related to the dignity of work into courses required to be taught in grades K-8; developing new computer literacy elements to keep pace with technology; developing new elements for career opportunities and personal and social values related to the dignity of work in grades 9-12; reinforcing the basic skills in vocational education courses; developing new courses in industrial technology; life management skills; and implementing principles of technology programs. Occupationally specific courses will be limited to grades 11-12 with exploration in various clusters being provided, beginning with the 10th grade. Courses in vocational agriculture, home economics, and industrial technology will be completely revised.

3. Teachers and Teaching. Qualified and effective teachers will be attracted and retained.

   Action plans for teachers and teaching include seeking to utilize business and industry, as well as other appropriate entities, to devise better pre-service and in-service teacher education; revising teacher education standards; and providing technical assistance to schools regarding recruitment of effective teachers.

4. Organization and Management. The organization and management of all levels of the educational system will be productive, efficient and accountable.

   Action plans for organization and management include providing state leadership for effective vocational education programs, stressing the use of labor market information when schools plan for new programs, developing a list of priority occupations, and instituting a sunset review process which will eliminate poor programs.

5. Finance. The financing of public education will be equitable to all students in the state.

   Action plans for finance include achieving equitable financing by conducting a cost study of vocational education; giving funding incentives to courses related to priority occupations; establishing funding formulae to assure quality resources for effective learning throughout the state; providing technical assistance to aid schools in strengthening accountability processes and in utilizing available resources to support vocational education research, professional development, guidance and counseling, and curriculum development.

6. Parent and Community Involvement. Parents and other members of the community will be partners in the improvement of schools.

   Action plans for parent and community involvement include parents as participants in the local advisory committees, develop strategies to seek out and utilize all community resources, promote a positive image of vocational education, utilize community-based organizations, utilize employer-based facilities for training in new technologies, and establish partnerships with business and industry to upgrade teacher skills and knowledge.

7. Innovation. The instructional program will be continually improved by the development and use of more effective methods.

   Action plans for innovation include developing exemplary programs linking secondary technical education curriculum and postsecondary technical education curriculum; identifying new and emerging technologies; developing programs to implement the new and emerging technological needs identified; establishing distance learning delivery systems; and promoting information exchange among various service deliverers regarding instructional technology.

8. Communications. Communications among all public education interests will be consistent, timely and effective.

   Action plans for communications include informing the public concerning the role of vocational education and providing labor market and career information to state, regional, and local vocational education planners and train them in its use.

Regional Planning

Following is the conceptual framework for regional planning:

A. Establish a three-tiered system that includes broad-based statewide planning, regional planning, and local planning and implementation that will assure equitable access to programs, programs with adequate depth and scope, programs that are cost effective, and programs that enhance the economic development of Texas.

B. Conduct pilot projects jointly funded by the Texas Education Agency, the Texas Higher Education Coordinating Board, and the Texas Department of Commerce designed to implement the regional planning concept. The objectives of the projects are to: (1) establish regional planning committees to coordinate education and training programs, services, and activities within a region; (2) utilize incentives to promote communication and resource sharing among all services providers in a region; and (3) promote sharing of ideas of effective methods to improve education and training in a region.

C. Based on the results of the pilot projects, make recommendations for necessary revisions to statutes, rules, or other public policies to establish a three-tiered system for an effective regional planning structure for delivering education and training programs, services, and activities.

D. Implement regional planning for vocational-technical education throughout the state to reduce unnecessary duplication of programs and services and promote economic development.

Status of Implementation

State statute requires that priority be given to requests for vocational programs specifically identified on a list of priority occupations approved by the State Board of Education. A proposed list of priority occupations has been created using the occupational evaluation model microcomputer based software. This program was designed as part of the multi-agency State Plan for Labor Market Information and is maintained by the State Occupational Information Coordinating Committee. The program has been used to select occupations that will have an impact on the Texas economy, require substantial training time, and offer a reasonable expectation of career opportunities and advancement. A proposed list of priority occupations was mailed to a panel of 24 labor market experts. Based on responses and nominations by the experts, the State Board of Education will determine the occupations to be included on the approved list of priority occupations. The list will be available during the summer of 1988.

A public hearing on the master plan was held by the State Board of Education. Representatives of various educational agencies, institutions, and organizations presented testimony for the board's consideration. The Texas Council on Vocational Education presented recommendations separately. All recommendations were considered in the formulation of initiatives and changes to the funding pattern.

Implementation of master plan initiatives--the elimination of vocational funding at grades 7-8, except for programs and services for the handicapped, and the addition of new and restructured courses at grades 9-12--will require a shift of funds from the junior high school level to the high school level. The State Board of Education is considering rules to be effective September 1, 1989, to change the funding pattern for vocational education. Local school districts will have more than a year to plan operational changes necessary to implement master plan initiatives. Attachment I displays specific actions to be accomplished for school years 1988-89 and 1989-90.

The curriculum for agriculture, home economics, and industrial arts has undergone substantial revisions. All three areas are now restructured to offer one or more comprehensive courses and a series of semester length technical courses. New curriculum guides and instructional materials are currently being developed. New cluster courses addressing related families of occupations have been developed in all other program areas. Occupationally specific courses have all been reviewed and revised in accordance with the latest technology in business and industry.

Curriculum development and program development projects relating to the principles of technology and "2 + 2" programs are currently in their second year of operation. The results of these projects will provide the basis for possible replication of programs for the 1989-90 school year.

A project has been authorized to establish an integrated career information system with a specific governance structure and a designated, permanent funding source. The State Occupational Information Coordinating Committee will have primary oversight responsibilities for this activity. The system includes: (1) toll-free access to an automated guidance information system through the Region XI Education Service Center; (2) toll-free access to career information including, but not limited to, labor market information maintained by state and federal reporting systems, as well as other sources of information and statistical data; and (3) on-site technical assistance to school counselors, students, and parents for improved career decision making practices through the use of labor market information.

The ultimate purpose of regional planning is to increase the efficiency and cost-effectiveness of matching and delivering training with jobs that are and will be available. Three projects entitled "Implementing Regional Planning for Occupational Education and Training to Support Economic Development Initiatives in Texas" are being conducted in three separate labor markets in the state. One project is being jointly conducted in the San Antonio Metropolitan Statistical Area by the Region XX Education Service Center and the Alamo Private Industry Council. A second project is being conducted in the Northeast Texas Service Delivery Area by Northeast Texas Community College. A third project is being conducted in the Upper Rio Grande Service Delivery Area by the Upper Rio Grande Private Industry Council. Each project is being supported jointly by the Texas Education Agency, the Texas Higher Education Coordinating Board, and the Texas Department of Commerce. These projects will serve as models for the future, statewide implementation of the regional planning concept.

These three projects will be independently evaluated by a separate project conducted by Decision Information Resources, a Houston-based private consulting firm. The contractor has proposed a multi-faceted evaluation design. The project will accomplish its objectives by: (1) reviewing planning project proposals, plans, meeting minutes, and other descriptive information on program operations; (2) reviewing data collected and used by planning projects for planning purposes; (3) observing planning committee meetings and functions; (4) conducting surveys and in-depth interviews with regional planning project staff and regional planning committee members; and (5) using a four-member evaluation advisory panel comprised of a school district superintendent, a community college president, an executive director of a private industry council, and an executive director of a council of government. All projects have submitted the required monthly progress reports and are progressing on schedule.

Future Actions. In 1986, the governor appointed a task force to study vocational education. The task force supported the initiatives set forth in the master plan to address the economic challenges of the future. The State Board of Education will continue to refine the provisions of the master plan to achieve vocational education quality and accountability.

The State Legislature, which will convene in January 1989, may consider recommendations to authorize the State Board of Education to set weights for funding vocational education programs, to authorize incentives for local school districts to implement master plan initiatives and priority occupations training, and to authorize "start-up" funds for supporting initial equipment and material requirements for vocational education programs focusing on master plan initiatives and/or priority occupations.

SCHEDULE FOR IMPLEMENTATION OF SELECTED ACTION PLANS
DIRECTLY AFFECTING DISTRICTS IN THE 1988-89 AND 1989-90 SCHOOL YEARS:
THE MASTER PLAN FOR VOCATIONAL EDUCATION, GRADES 7-12

Grade Level	School Year 1988-89	School Year 1989-90
7 and 8	. No prevocational courses offered . Final school year for Exploratory Homemaking Courses . Final school year for Coordinated Vocational Academic Education	. All school districts required to offer Life Management Skills Course (not vocationally funded) . No Exploratory Homemaking Courses offered . Alternatives for Social Promotion Programs replace Coordinated Vocational Academic Education in all school districts (not vocationally funded) . Career Investigation offered as the course that combines the essential elements for Occupational Investigation and Career Exploration (not vocationally funded)
9	. No prevocational courses offered . School districts required to offer revised curriculum for Agriculture, Home Economics, and Industrial Arts	
10	. No Occupationally Specific Courses available . No prevocational courses offered . School districts required to offer revised curriculum for Agriculture, Home Economics, and Industrial Arts	. Cluster courses available
11	. Occupationally Specific Courses available . No prevocational courses offered . Model 2 + 2 Programs available . School districts required to offer revised curriculum for Agriculture, Home Economics, and Industrical Arts	. Cluster courses available . Principles of Technology Course available . On-Level Applied Mathematics Course available
12	. Occupational Specific Courses available . No prevocational courses offered . Model 2 + 2 Program available . School districts required to offer revised curriculum for Agriculture, Home Economics, and Industrial Arts	. Cluster courses available . Principles of Technology Course available . On-Level Applied Mathematics Course available

Note: Study of Coordinated Vocational Academic Education grades 9-12 to be received by State Board of Education June 1988. The Board will determine future direction in Fall 1988.